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RECOMMENDATION OF THE EDMONTON DISTRICT
PLANNING COMMISSION ON THE PROPOSED
BOUNDARY CHANGES OF THE CITY OF EDMONTON

Revised August, 1959



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RECOMMENDATION OF THE EDMONTON DISTRICT PLANNING COMMISSION
ON THE PROPOSED BOUNDARY CHANGES OF THE CITY OF EDMONTON

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February 4th, 1959

NOTE: APPENDIX I AND II REVISED AUGUST, 1959

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ACCOMPANYING MAPS:

- Map 1 - Land use, Metropolitan Roads, Existing and proposed boundaries
- Map 2 - Areas of Boundary Agreement and Other Areas

RECOMMENDATION OF THE EDMONTON DISTRICT PLANNING COMMISSION
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Since the boundary changes proposed by the City of Edmonton are very extensive and far reaching in their implications, the Commission finds it advisable to review the broad policies, on which there is substantial agreement, and which are the basis for the Commission's recommendations.

1. ZONING -

The Metropolitan Section of the Preliminary District Plan was approved unanimously by the member municipalities on January 8, 1958. During the year in which it has been in force, it has proved an effective method of co-ordinating the zoning in this area. If the District Planning Legislation remains in its present form, zoning matters need not be a main consideration in boundary extension.

2. DECENTRALIZATION -

There is an agreement that decentralization to District Towns and New Urban Areas, where it is feasible, shall be encouraged in every way possible. This policy has economic and other advantages for both the City and the outlying Communities. It is dependent on making available the services and facilities in these communities to accommodate and encourage sources of employment and residential development. The Towns of Fort Saskatchewan, Leduc, the New Town of St. Albert, (and the residential development of Sherwood Park) are in various forms in the initial stages of realizing such a policy. The matter is relevant to the question of the boundaries of Edmonton, since on it will depend the amount of land needed on the periphery of the City.

3. URBAN EXPANSION -

To the degree that urban expansion occurs on the periphery of the built-up area, there is agreement that this should be within urban boundaries. This would apply to residential development; however, if the urban area is to maintain a necessary balance between residential and non-residential assessment, the urban area should have within its boundaries an adequate supply of light and heavy industrial land.

In selecting sites for residential expansion, among other things, consideration should be given to the following:

- a) Topography.
- b) Areas where utilities can be most economically extended.
- c) Area in relation to traffic movement, and the major road, bridge, or underpass problems which may result from an undue concentration of development in any one part of the area.
- d) The need to provide for a variety of residential lot demand, both as to location and quality.

The land available for industry should be assessed, among other things, in terms of:

- a) Utility and services available or cost of extension.
- b) Relation to road pattern and journey to work.
- c) Availability or possibility of rail.
- d) Switching limits.
- e) Range of parcel sizes available.
- f) Diverse needs of light and heavy industry.

4. MAJOR METROPOLITAN ROADS-

There has been agreement by all municipalities concerned on the major metropolitan road alignments, and there has been cooperation in reserving the right-of-way where this has been possible by set-backs, or in the process of subdivision. Where, however, it has been necessary to purchase right-of-ways or survey or construct these major roads or intersections, despite genuine goodwill the machinery is cumbersome and the allocation of costs difficult. If this is not resolved, it will impede and make less efficient and more costly the development of the metropolitan area.

The matter could be handled by a metropolitan road authority or by placing the major roads within one administrative boundary. Due to the location of the roads and intersections and the areas adjoining them, it would seem more reasonable to place these roads within one administrative boundary.

5. UTILITY EXTENSION-

One of the main factors determining the direction of development is the cost of utility extension, and it should likewise be an important factor in determining the areas proposed for annexation.

6. MAJOR PARKS-

On the matter of major parks, the one large inter-municipal project is Whitemud Park, and agreements on this matter are such that placing the whole area within a city boundary would not seem to be necessary. However, should any boundary changes modify commitments already made, the status of the park should be considered along with the boundary changes.

7. PLANNING SERVICES-

Under present conditions, all member municipalities have available the Technical Planning Services of the Commission for detailed Municipal Planning. The needs of Municipal Planning, therefore, need not be a main consideration in considering boundary extension. However, to the degree that urban expansion occurs outside city limits, an equivalent planning staff must be built up to handle the work in the outlying areas.

8. METHOD OF ANNEXATION-

There is general agreement that substantial annexation which will meet urban demands for a considerable period of time is preferable to an unpredictable piecemeal annexation policy.

- a) The rural municipalities would have some assurance on the questions of assessment, population and area, and could safely carry out improvements without any doubts that the area may be annexed at any time. Private utility companies serving these areas would also have similar assurances.
- b) The urban areas could have assurance that those areas zoned residential reserve, dependent on their being within an urban area, would be subject to no annexation delays when they are needed for development.
- c) The contentious areas in annexation proposals are not, as a rule, undeveloped areas, but those in which development with a considerable assessment is located. If the urban

area could have available within its boundaries land for a wide range of development, many of the contentious issues could be avoided.

There is agreement that the boundary changes should be such that they do not leave isolated pockets of land in rural municipalities which are awkward and costly to administer; also, that the proposed boundaries should not bisect areas which are complete units for development.

9. ANNEXATION OF DEVELOPED AREAS -

On the question of the annexation of parts of the built-up industrial areas, the Commission members are not in complete agreement. This affects an area in the north-west, north of the main C.N.R. Line; the area in the south-east, east of 50th Street; and to some extent the non-industrial development at Griesbach Barracks in the north.

There is agreement that major utility extensions, major road construction, amalgamation and other costs will place an enormous burden on the urban area, and that if adequate finances are not available it will affect the rate and quality of development and the sound planning of the area. Since, increasingly, the outlying communities are depending on the expansion of the city water system, etc. for their own expansion, it will affect a much wider area.

While agreeing on these matters of costs of urban expansion, the Commission members differ as to whether some of these costs should be met by the annexation of existing industry in rural municipalities or by some other method.

The Commission members, by working together on matters of zoning and development, recognize the interdependence of the various parts of the District, and to some degree this is true of the financial position of the municipalities; any solution which unduly and adversely affects any one of them, or in which there are gross inequalities, may in one form or another adversely affect the sound development of the whole area.

Since the full financial data is not available to the Commission, and since various alternate solutions to this problem, which are provincial wide in their implications, are being considered by bodies competent to deal with them, the Commission, at this time reserves its recommendation with regard to these areas.

10. AMALGAMATION-

On the question of amalgamation, the Commission is in agreement that a continuously built-up area, such as Edmonton, Jasper Place or Beverly, should have a reasonably uniform level of services. On the basis that amalgamation will accomplish this, to the satisfaction of the City, the Town of Beverly and the Town of Jasper Place, and on the basis of necessary metropolitan road construction needs, the Commission would support the amalgamation proposal.

11. On the basis of these policies, the Commission is in general agreement on those portions of the proposed boundary shown on Map 2.(unhatched). An assessment of the zoned and potential residential and industrial land this would make available to the City is given in Appendix I.

12. Of the remaining areas, shown on Map 2 (hatched), those in the north, and north-west, are in the main related not so much to questions of land for future urban expansion as to questions of existing assessment and the relative financial needs of urban and rural municipalities. The area in the south-east involves a number of other factors beyond its industrial assessment.
- a) It contains 1,750 acres of zoned, unused industrial land.
 - b) It contains potential sites for primary industry.
 - c) It contains a portion of the ring-road system.
 - d) It contains the Sherwood Park Development, whose future municipal status is uncertain.

However, the major factor affecting attitudes towards annexation in all of these areas is existing industrial and other assessment. For the reasons outlined in Section 9, the Commission, at this time, will reserve its recommendations on this matter, but would endorse any decision which will encourage and assist in the sound development of the whole area.

APPENDIX (revised August, 1959)

I. RESIDENTIAL LAND -

- a) Areas zoned, used and open, including potential land within expanded boundaries (see Map 2):

	Acres		
	<u>Zoned</u>	<u>Used</u>	<u>Open</u>
General Urban	22,247	19,407	2,840*
General Urban Reserve	3,845	-	3,845
Estimated Potential General Urban Land within Expanded Boundaries	-	-	<u>6,605</u>
TOTAL			13,290

- b) If this area develops at a density of 12 to 14 persons per acre it would accommodate a population of approximately 160,000 - 186,000 and accommodate residential land needs for approximately 10 or 11 years.
- c) In considering metropolitan growth, two additional areas, St. Albert and Sherwood Park, are and will be accommodating development.

	Acres		
	<u>Zoned</u>	<u>Used</u>	<u>Open</u>
St. Albert	1780	300	1480
Proposed			950
Sherwood Park	640	320	320
Proposed			<u>1960</u>
TOTAL			4710

* Includes Ottewell and other subdivisions in which development has been started but homes were not occupied at time of survey, August, 1959.

APPENDIX Cont'd (revised August, 1959)

I. d) If these two areas also develop at a density of 12 - 14 persons per acre, they will accommodate a population of approximately 56,500 to 66,200 persons.

e) Therefore, the total population which can be accommodated within the Metropolitan Area:

Within expanded Edmonton	160,000 - 186,000
Within St. Albert	29,150 - 34,000
Within Sherwood Park	<u>27,350 - 32,000[★]</u>
	216,350 - 252,000
Existing population May, 1959	<u>301,952 301,952</u>
TOTAL	518,452 - 553,952

f) On the basis of estimated population projection (see population projection page 11), this whole area would accommodate residential land needs for approximately 13 to 15 years.⁺

★ Estimated total population by Sherwood Properties Ltd. is 27,000.

⁺ As noted in Section 2, land needs on the periphery of Edmonton will depend on the degree to which District Towns and New Urban Areas can encourage and accommodate a portion of development expansion in the district. Estimates given are subject to this qualification, and land use requirements may, therefore, be less than those given.

II. INDUSTRIAL LAND ZONED, USED AND OPEN - PRELIMINARY DISTRICT PLAN

	Acres		
	<u>Zoned</u>	<u>Used</u>	<u>Open</u>
North-west	3,770	1,484	2,286
North-east	1,183	864	319
South of River	<u>7,526</u>	<u>2,657</u>	<u>4,869^x</u>
TOTAL	12,479	5,005	7 474

Additional Industrial Land, Preliminary District Plan:

New Town of St. Albert - 320

Sherwood Park (Service Industry) 120

Zoned Industrial Land Available within boundary shown on Map 2.

North West Sector	1,552
North-east Sector	319
South of River	<u>2,283</u>
TOTAL	4,154

The major part of this area is well situated with regard to possible road access, existing or possible rail connections, and utility extensions. Except for a portion in the north-east it is within switching limits. In the north-west, several re-plotting schemes must be completed to fully use the area. The areas could accommodate a wide range of industrial development. Primary industries which require large blocks of lands, and which for reasons of dust, odor, explosive hazard, etc., must keep a considerable distance from residential development, could only to a limited extent be accommodated. The preliminary District Plan provides for these requirements on acceptable sites on land presently zoned agricultural.

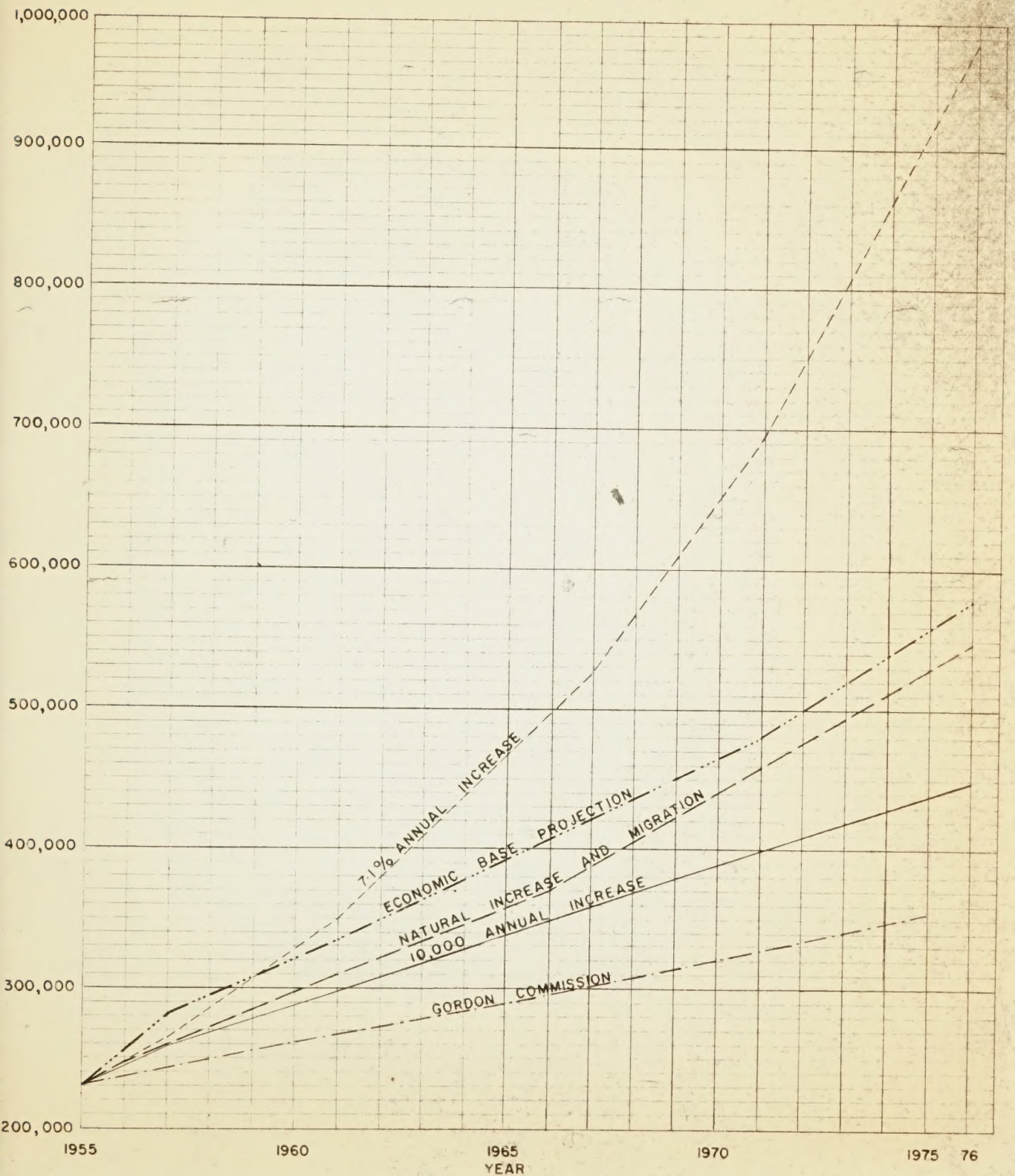
^x 1100 acres undermined.



POPULATION PROJECTIONS

EDMONTON METROPOLITAN AREA

1955 - 1976





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